

## Policy Committee Decision Report

**Title of Report:** Leisure Facilities New Operator – Everyone Active  
**Date of Decision:** 9<sup>th</sup> December 2024  
**Report To:** Communities, Parks and Leisure Policy Committee  
**Report Of:** Ajman Ali – Executive Director - Neighbourhoods  
**Report Author:** Tammy Barrass, Head of Service; Sport, Leisure and Major Events

**Executive Summary:** This report provides an update to Committee on the outcome of the Leisure procurement. The report outlines the opportunities offered by the new contract with Everyone Active (EA) in terms of achieving SCC's ambitious Council Plan and City Goals. The report supports the accompanying presentation to be given by EA at the Committee meeting.



### **Council Plan outcomes:**

[A place where all children belong and all young people can build a successful future](#)

[Great neighbourhoods that people are happy to call home](#)

[People live in caring, engaged communities that value diversity and support wellbeing](#)

[A creative and prosperous city full of culture, learning, and innovation](#)

[A city on the move – growing, connected and sustainable](#)

### **Policy Committee remit:**

This report is to be considered by the CPL Policy Committee as its remit includes:

- **Parks, Leisure and Libraries, Sport, physical activity and leisure facilities, Community events, Parks and Countryside (including non-highway Trees and Woodlands), Allotments, Ecology, Bereavement Services, Libraries**

**Does the report contain confidential or exempt information? No**

## **Recommendations:**

Communities, Parks and Leisure Policy Committee is recommended to:

1. Note the contents of this report
2. Note the accompanying presentation from Everyone Active.
3. Note that future updates will be provided to this committee outlining the developing partnership between SCC and Everyone Active and the achievements of outcomes as set out in the contract specification.

**Financial Implications:** No - Approved by: Adrian Hart

**Legal Implications:** No - Approved by: Robert Parkin

**Equality and Engagement Implications:** No - Approved by: Ed Sexton

**Climate Change Implications:** No - Approved by: Tammy Barrass

**Background Papers:** None

**Appendices:** None

## 1. Background to the issue

- 1.1 Leisure procurement was approved to proceed in June 2023, contributing to one of ten policy priorities in the Council Plan: Modern Leisure and Sports Facilities across the City and to the objectives in SCC's Sport and Leisure Strategy and contributes to Sheffield City Goals commitments.

## 2. Proposal

- 2.1 The Sport and Leisure contract has been awarded to Everyone Active (EA), a trading subsidiary of Sports & Leisure Management Ltd. (SLM). EA will commence operating venues from 2<sup>nd</sup> January 2025, to include: Ponds Forge International Sports Centre, English Institute of Sport Sheffield (EISS), Ice Sheffield, Hillsborough, Concord and Springs Leisure Centres, Heeley Pool and 3 golf courses, Birley, Beauchief and Tinsley. Graves, Thorncliffe and Wisewood Leisure Centres will follow in 2026.
- 2.2 Our partnership with Everyone Active presents opportunities for engagement on a range of health and wellbeing outcomes. SCC's facility plan modelling confirmed that facilities are broadly in the right location in Sheffield, serving communities in areas with higher levels of deprivation (S1, S2, S5, S6, S8, S9 and S35).
- 2.3 Our work with Everyone Active will include a community focus which contributes to a whole-system approach to the promotion of physical activity for adults and children, both in our built facilities and in our parks and open spaces. It will link with SCC's Sport & Leisure Strategy strategic themes, Sheffield's Move More Physical Activity Strategy, Sheffield Health and Wellbeing Board's mission of making sure everyone in the city is doing everything they can to make Sheffield healthier and fairer. It will also build on our existing partnership work at Sheffield Olympic Legacy Park (OLP) with Westfield Health, Sheffield Hallam University (SHU) and Sheffield's National Centre for Sport & Exercise Medicine (NCSEM).
- 2.4 NCSEM is a partnership between 12 organisations from across the health and care system that represent all elements of life in Sheffield; STH, SHU, UOS, Children's Hospital, Health and Social Care, Sheffield Clinical Commissioning Group, Voluntary Action Sheffield, South Yorkshire Housing Association and the Chamber of Commerce and Industry. English Institute of Sport Sheffield and Everyone Active will replace SCT as a key physical activity partner. SCC provides support through operational Sport and Physical Activity and through Public Health teams. Key to the work of NCSEM is the co-location of NHS services within three leisure facilities in three economically



disadvantaged areas of the city. The sites at Graves, Thorncliffe and Concord deliver approximately 100,000 clinical appointments per year across 20+ NHS services. These wellbeing-hubs transform the way that physical activity is embedded in the NHS and provide opportunities for research and innovation in health and care by bringing together patients, clinicians and researchers from a range of disciplines to generate solutions to problems. Redevelopment of our Concord site provides opportunity to further develop this colocation model, and we are working with partners to look at how the model can be scaled across Sheffield.

- 2.5 Central to our work with Everyone Active will be understanding people in Sheffield and their differing motivations and barriers for specific communities when it comes to sport and physical activity, rather than a one size fits all approach, including our approach to getting children active and reducing childhood obesity and getting people to be active outdoors. Sport England Research shows that people with health conditions cannot be thought of as one homogenous group of people. A combination of economic and health inequalities magnifies the impact of barriers to getting active, such as confidence, lack of facilities and cost.
- 2.6 SCC's own research and community engagement confirmed this position and suggested that our investment into new and improved facilities will help to attract and retain increased participation and usage of venues. Improved facilities will better meet customer expectations of modern and welcoming leisure facilities and offer equality of access, ensuring that facilities are designed to be fully accessible and inclusive. This will help to reduce barriers to participation and encourage more people to be more active, more often.
- 2.7 SCC's Investment in Leisure will improve financial viability and long-term sustainability and will also help to deliver against the Council's commitment to the climate emergency by improving the environmental sustainability of facilities.
- 2.8 Our contract arrangements with EA contribute to SCC's Accommodation Review and will ensure more financially sustainable venues which are well used, maintained to a good condition and meet the needs of our communities. Our current contractual arrangements allowed the venues to fall into an unacceptable state and required significant long term capital investment to keep them open and our budget challenge and energy crisis means we're unable to continue running and maintaining the buildings in this way. The project has looked at our leisure venues to identify changes we can make to support our net-zero ambitions and increase our ability to co-locate and collaborate with partners across the city. The contract also means that



liabilities for future repairs and maintenance sit with Everyone Active and will be monitored through our robust contracts.

### 3. How does this decision contribute to the Council Plan?

#### 3.1 Council Plan outcome

**Making it happen – our policy priorities in action: Investing £117m in our leisure and sport venues so that we have modern, accessible leisure facilities across the city, ensuring that we have the venues to compete on the national and international stage.**

3.2 The following key strategic objectives will be delivered by EA throughout the life of the Contract. They are designed to contribute to the Council's wider local strategic outcomes and achievement of the Council's Sport and Leisure Strategy and the Move More Strategy 2021-2026.

- To deliver high-quality, welcoming, inclusive and financially sustainable facilities and services.
- To increase participation in sport and physical activity and provide affordable access for all residents, particularly amongst inactive and less active groups and those at higher risk of experiencing health inequalities.
- To support the response to the Climate Emergency and minimise the impact of facilities and services on the environment, including taking positive action to encourage active travel.
- To support and deliver major events at the facilities, working in partnership with the Council, NGBs, sporting bodies and other organisations, whilst balancing events with community access.
- To work in partnership to deliver development pathways from beginner to elite level and support talented athletes from all backgrounds.
- To maximise participation opportunities through development and delivery of a balanced programme of activity across all Facilities in consultation with local communities.
- To maximise participation opportunities through development and delivery of outreach activity within community spaces and the City's outdoor assets and green spaces in consultation with local communities.
- To deliver increased levels of participation in physical activity amongst children and young residents in the City.
- To improve levels of swimming attainment amongst children and young residents across the City.
- Design and deliver services with a targeted approach to improving the health and wellbeing of local residents.
- Develop strong and positive partnerships to contribute to the reduction of health inequalities in Sheffield.



### 3.3 People – Prosperity - Planet

The contract with EA will support the Councils ambition to deliver high quality, financially sustainable facilities. The contract provides the Council with greater financial certainty which enables investment in the redevelopment of facilities, including significant investment at Ponds Forge, the rebuild of Springs Leisure Centre, Concord Leisure Centre and the future rebuild or redevelopment of Hillsborough Leisure Centre.

EA will work with the Council and other partners to provide a proactive, collaborative approach to delivering social value, including the provision of training and employment opportunities and investment in the local supply chain. Within the contracting arrangements EA have committed to outcomes that support the Council's policy triple-lock (People, Prosperity and Planet). Examples of social value pledges across the life of the contract include:

People	<ul style="list-style-type: none"> <li>• Creation of 30 full time equivalent roles during the first three years of the contract, EA will specifically target those currently unemployed, young people not in employment education or training (NEET) and care leavers. EA will work with local employment agencies and the Job centres to promote opportunities and will provide the necessary training where required, to remove qualifications as a barrier.</li> <li>• Work with Disability Sheffield, Enable Sheffield, Aim Assessments, The Alive Project and local schools, colleges, SCC Youth Community Teams, Prevention Workers, Youth Workers, Athletes etc to promote employment opportunities for people with disabilities.</li> <li>• Commitment of 24 hours per year to provide career talks, mock interviews, and advice sessions to support people into employment.</li> <li>• Providing employees with complimentary use of all the facilities including wellbeing memberships. This includes complimentary access to the Everyone on Demand online support solution with Mindshine Mental Health Module, and Care First Wellbeing Support. The wellbeing membership also includes access to an Online GP 7 days a week.</li> </ul>
Prosperity	<ul style="list-style-type: none"> <li>• Commitment to spend over £1m per year in the local supply chain working with the Chamber of Commerce to identify local suppliers and partnership opportunities.</li> </ul>



	<ul style="list-style-type: none"> <li>• Support and deliver a range of major events across the facilities, working in partnership with the Council, NGBs, sporting bodies and other organisations. The delivery of sporting events contributes significantly to the wider local economy, examples include supporting increased bed nights and secondary spend across a range of businesses within the hospitality sector.</li> </ul>
Planet	<ul style="list-style-type: none"> <li>• Support the Council's response to the climate emergency through responsible environmental and energy management and the efficient use of energy throughout its operations. EA recognise that good environmental and energy management helps to protect the environment by conserving natural resource and reducing harmful emissions.</li> <li>• Recognising and complying with, the Council's Ten Point Plan for Climate Action which lays out the framework for how the Council will work with the City to address the shared challenge of the climate crisis.</li> <li>• Delivering a programme of 12 x 1 hour environmental awareness programmes with schools who attend weekly swimming sessions / activity programmes. These sessions will be held across the Sheffield facilities and will be delivered through the onsite carbon reduction Coordinators and Activity and Wellbeing Teams.</li> </ul>

#### 4. What community or partner engagement has been undertaken and how has it informed the proposal?

- 4.1 There has been no specific community or partner engagement related to the decision to enter this contract with EA. However, a significant consultation exercise was carried out in 2022 which captured the views of over 2000 residents. This consultation has helped to shape the procurement approach and identify the priorities for a new operator.
- 4.2 Development of the procurement strategies has included consultation with a range of internal and external partners, internally, this includes consultation with the Council Leader, consultation with all political parties and party leaders and consultation with a range of Council departments.
- 4.3 Externally, the Council has worked with specialist consultancy SLC and also undertaken a soft market testing exercise to establish the likely level of market interest in the opportunity.





- 4.4 Feedback from consultation has helped to shape the development of the Procurement Strategy, tender documentation and associated specification.

## 5. What alternative options did we consider?

### 5.1 Alternative Option 1 - do nothing

This option was discounted as the current arrangements with SCT will end in January 2025 and the arrangements with Places will end in August 2026. The Council is therefore unable to continue to operate under existing arrangements.

### 5.2 Alternative Option 2 – Not enter contract in a new contract with Everyone Active and either bring the Facilities back in-house or create a Local Authority Trading Company (LATC)

If the Council had chosen not to appoint a new operator to run the facilities, the alternatives would be either bringing the facilities in house to be run by the Council or, creating a Local Authority Trading Company. Both these options were explored as part of the early procurement development, and both were discounted because they were more expensive and present higher financial risk to the Council. They would not allow for the level of investment needed for the Council to offer significantly improved leisure facilities.

## 6. How has equality, diversity and inclusion been actively considered?

- 6.1 Working with Everyone Active allows the Council to have greater control over key policy areas such as the requirement for EA to offer the Real Living Wage for the duration of the contract and the provision of a concessionary pricing scheme for users in receipt of certain benefits.
- 6.2 Everyone Active must deliver against a contract with robust employment practices in place in relation to equality, diversity and inclusion to ensure that positive steps are taken to ensure that the workforce is representative of the community they serve.

## 7. Financial and Commercial Implications

- 7.1 There are no financial or commercial implications arising from this report.
- 7.2 The contract with Everyone Active presents a positive contribution to the Council over the lifetime of the contract.

## **8. Legal Implications**

- 8.1 There are no legal implications arising as a result of this report.
- 8.2 Authority to proceed with the project was granted by the Co-operative Executive of the Council in November 2021 (Leisure and Entertainment Facility and Services Review).
- 8.3 Authority to approve procurement strategies was delegated in the same November 2021 report to the Director of Culture (now called Director of Parks, Leisure and Libraries) in consultation with the Leader of the Council, the Director of Finance & Commercial Services and the Director of Legal and Governance (now called General Counsel) to approve procurement strategies to deliver the strategy (commissioned (but market driven) approach to appointing an external partner to run the leisure and entertainment facilities) and to award any associated contracts.

## **9. Climate and Environmental Implications**

- 9.1 There are no direct climate implications as a result of this report.
- 9.2 As part of the contract requirements, EA will support the Council's response to the climate emergency through responsible environmental and energy management and the efficient use of energy throughout its operations. It will also recognise that good environmental and energy management helps to protect the environment by conserving natural resources and reducing harmful emissions.
- 9.3 In addition, EA have committed to the Council's Ten Point Plan for Climate Action which lays out the framework for how the Council will work with the City to address the shared challenge of the climate crisis.

## **10. Other implications**

- 10.1 There are no other implications arising from this report.

## **11. Reasons for decision**

- 11.1 A new partnership with Everyone Active will ensure there are robust contract arrangements in place (from January 2025) to continue to operate Sheffield's Sport and Leisure facilities when the current arrangements with Sheffield City Trust end.
- 11.2 Our partnership with Everyone Active presents an opportunity to build on the excellent work of Sheffield City Trust over the last 30 years by providing opportunities for engagement on a range of health and wellbeing outcomes.

- 11.3 Our work with Everyone Active will continue the work of Sheffield City Trust's community team which contributes to a whole-system approach to the promotion of physical activity for adults and children, both in our built facilities and in our parks and open spaces.



This page is intentionally left blank